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ABSTRACT

The Summer Youth Employment and Training Programs funded by the Job Training Partnership Act were reviewed to determine how the various service delivery areas (SDAs) planned to assess and improve the reading and mathematics skills of participants. Telephone interviews with program officials at 200 randomly selected SDAs found that local school districts were the primary sources of advice in developing 1987 remediation plans for 41 percent of the SDAs and provided some assistance to 72 percent of them. SDAs cited a wide range of factors as their biggest problem in developing remediating plans, such as uncertainty about funding and difficulty in obtaining school records. The SDAs planned to use school records as well as tests that they administered to assess youths' reading and mathematics skills. However, almost one-third of the SDAs planned to provide remediation only to students rather than to dropouts or high school graduates. The survey results indicated that more youths will receive remediation in 1987, and more Title II-B funds will be spent to provide it. SDAs expect to provide remediation in about the same way in 1987 as in 1986, usually through local school districts. Youths will have about 12 hours of remediation and 20 hours of work per week. Lecture/discussion and individual instruction are popular approaches. Most SDA officers felt that the remedial instruction requirement was appropriate, although it would cause reduction in other areas of the program. Four appendices include: (1) Service Delivery Areas Surveyed by GAO; (2) GAO's Survey, Sampling, and Data Verification Methodology; (3) Summary of Responses in GAO Telephone Interviews; and (4) Comments from the Department of Labor. (KC)

GAO

Briefing Report to the Chairman,
Subcommittee on Employment and
Productivity, Committee on Labor and
Human Resources, United States Senate

June 1987

JOB TRAINING PARTNERSHIP ACT

Summer Youth Programs Increase Emphasis on Education



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Human Resources Division

B-224035

June 30, 1987

The Honorable Paul Simon
Chairman, Subcommittee on Employment
and Productivity
Committee on Labor and Human Resources
United States Senate

Dear Mr. Chairman:

In your letter of December 19, 1986, you expressed a concern about the deficiencies in basic education skills among young people. You noted that the Congress had addressed this by requiring that--as of 1987--local Summer Youth Employment and Training Programs (SYETPs), which are funded under title II-B of the Job Training Partnership Act (JTPA), must assess the reading and mathematics skills of participants and give some youths remedial education. You asked that we review service delivery areas' (SDAs') plans for providing remedial education in 1987--sources of assistance and obstacles encountered in developing plans, what they expect the educational component to be like in 1987, and how that compares to remedial education in 1986.

To respond to your request, we conducted telephone interviews with program officials at 200 SDAs, selected randomly to represent all 568 SDAs in the states and the District of Columbia that will serve the same geographical area in 1987 as in 1986. We completed most of the interviews between March 16 and March 31, 1987. We used an extensive set of internal checks to verify the information obtained and made follow-up telephone calls to clarify any apparent inconsistencies or inaccuracies. Although time constraints prevented us from verifying much of the information we obtained against other sources, we expect to compare SDAs' reported plans to actual implementation in 1987 in a follow-on review.

SCHOOLS HELP OVERCOME
PLANNING OBSTACLES

Local school districts were the primary sources of advice in developing 1987 remediation plans for 41 percent of the SDAs and provided some assistance to 72 percent of them. Private Industry Councils, literacy groups, state offices, and national organizations in the job training community also helped.

SDAs cited a wide range of factors as their biggest problem in developing remediation plans. Uncertainty about funding and

about what a good program should be like were most frequently cited (19 and 17 percent, respectively) as well as estimating how many youths would need remediation (15 percent). Fewer than 10 percent of the SDAs described lack of federal or state guidance as their biggest problem even though the Department of Labor had not yet issued regulations or other guidance. (Labor issued a Training and Employment Guidance Letter that reached SDAs after most of our interviews had been conducted.) But about half said that they had received insufficient guidance from the federal or state government.

Labor informed states and SDAs that the act requires them to assess the reading and math skills of all participants in summer youth programs. To meet this requirement, most SDAs (83 percent) expected to obtain grades or test scores from schools. Some SDAs, however, had had or anticipated difficulties in doing so because of questions of confidentiality and access to records. Many SDAs (76 percent) also expected to give participants written reading or math tests. Test performance was to be the primary criterion for selecting youths for remediation, but other factors also were to be used. For example, almost a third of the SDAs planned to provide remediation only to students rather than to dropouts or high school graduates.

MORE YOUTHS TO GET REMEDIATION DESPITE FUNDING CUTS

More youths will receive remediation in 1987, survey results indicate, and more title II-B funds will be spent to provide it. More than twice as many youths are expected to receive remediation in the summer of 1987 as in 1986 (116,000 compared to 55,000)--an increase from 8 percent of all program participants to 21 percent. In part, this is because more SDAs are providing remedial education--from 57 percent in 1986, before enactment of the legislation, to 100 percent in 1987. Also, SDAs that provided remedial education in 1986 plan to provide it to more youths in 1987 than in prior years.

SDAs that provided remedial education in 1986 had higher title II-B allocations, served more youths, and had a more urban population than SDAs that provided no such education. Urban and rural SDAs differed also in their reasons for limiting remediation to some, rather than all, youths in need. Rural SDAs emphasized lack of service providers and transportation difficulties; urban SDAs more often were hampered by insufficient funds to provide the services. Providing summer remediation generally means using an increased proportion of title II-B funds for it even though almost a third of the SDAs (31 percent) expected to use funds from other sources, such as title II-A. By projecting our survey responses to the universe of SDAs (93 percent of all SDAs) from which we selected our sample, we estimated an increase of about

\$30 million in title II-B expenditures on remedial education in those SDAs from 1986 to 1987, as shown below.

	1986	1987 (Planned)
Total II-B funds (millions)	\$710	\$560
Title II-B funds for remediation (millions)	\$37	\$67
Percent of title II-B funds for remediation	5.2	12.1

DELIVERY METHODS UNCHANGED

SDAs expect to provide remediation in about the same way in 1987 as in 1986. Last year, local school districts provided some or all of the educational services in about 75 percent of the SDAs offering remediation, and they will do so in the same proportion in 1987. As in 1986, youths getting remediation in 1987 will have, on average, about 12 hours of remediation and 20 hours of work per week, compared with an average of 32 hours of work for other youths. SDAs are also similar in delivery approaches and incentives for participants, as shown below.

	Percent of SDAs	
	1986	1987
Delivery approaches:		
Taught individually	69	72
Lecture and discussion only	13	7
Individualized, self-paced only	21	26
Both lecture/discussion and individualized/self-paced	64	61
Computers as teaching tools	70	73
Instruction tied to work	57	60
Incentives for participants:		
Academic credit	56	55
Wages, bonuses, stipends, or other payments	76	81

REQUIREMENT CONSIDERED APPROPRIATE ALTHOUGH CAUSING PROGRAM REDUCTIONS

The majority of SDA officials knowledgeable about the summer youth programs (67 percent) said the requirement to provide remedial education in the summer youth program is appropriate. But almost a third (29 percent) called it inappropriate, often saying they viewed remedial education as the role of the school system, not the summer youth program. Even in SDAs that provided some remediation in 1986, program officials expected that adding educational services would cause reductions to certain aspects of the summer program. For example, as a result of the requirement to provide remediation, 76 percent of the SDAs expected to reduce the hours of work provided to the

community or employers; 52 percent, the number of work sites in the community; and 49 percent, the number of youth served.

GAO OBSERVATIONS

For this first summer after enactment of the remedial education requirement, SDAs expect the number of youths and the percentage of title II-B funds spent on remediation to be more than twice those of 1986. But this will change the nature of the summer youth program in ways that may or may not be acceptable to the Congress. To have enough money to provide remediation, SDAs expect to reduce the number of youths served and hours worked. To provide more information for the Congress to decide whether these program changes--if they occur--are acceptable or whether legislative revisions are needed, we will, as agreed with your office, review SDAs' summer youth programs in 1987, giving special attention to their remedial education activities. We expect to report to you on this matter early in 1988.

AGENCY COMMENTS

In comments dated June 23, 1987 (see app. IV), Labor described a draft version of this report as "thorough and well-balanced" and said it gave a good "first look" at how the assessment/remedial education provisions are being implemented. Labor described the report as helpful for consideration of relevant policy issues. In addition, Labor provided specific comments on details in the report (which we incorporated where appropriate), and offered suggestions that we will consider in planning our follow-on review. Labor also stated its intention to review youths' willingness to attend remedial classes instead of accepting wage-paying jobs that Labor believes are readily available.

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As agreed with your office, unless you publicly announce the contents of this report earlier, we plan no further distribution until 7 days after its issue date. At that time, we will send copies to the Senate Committee on Labor and Human Resources, the House Committee on Education and Labor, the Secretary of Labor, and other interested parties. Should you have questions or wish to discuss the information provided, please call me on 275-5451.

Sincerely yours,

William J. Gainer
William J. Gainer
Associate Director

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Abbreviations

CATI	computer-aided telephone interview
CETA	Comprehensive Employment and Training Program
JTPA	Job Training Partnership Act
SDA	service delivery area
SYETP	Summer Youth Employment and Training Program

JOB TRAINING PARTNERSHIP ACT:
SUMMER YOUTH PROGRAMS INCREASE EMPHASIS ON EDUCATION

BACKGROUND

As a group, youth have a higher unemployment rate than adults, but unemployment is not for most youth a long-term problem. Many economically disadvantaged youth, however, have difficulty obtaining and keeping a job that will move them out of poverty. And a major employment obstacle for many--even some who are high school graduates--is their reading, writing, and mathematics deficiencies.

The Summer Youth Employment and Training Program (SYETP), a federally funded job training program specifically for youth, is intended to address these needs of economically disadvantaged youth. It does so by (1) enhancing their basic educational skills, (2) encouraging school completion, or enrollment in supplementary or alternative school programs, and (3) providing eligible youth with exposure to the world of work. Economically disadvantaged individuals 16 through 21 years old are eligible to participate, and local programs may choose to provide services to 14- and 15-year-olds as well.

Authorized under title II-B of the Job Training Partnership Act (JTPA, Public Law 97-300), the summer youth program is administered by the Department of Labor's Employment and Training Administration. Labor allocates funds to states and territories. They, in turn, allocate these funds to service delivery areas (SDAs) that operate the programs. In the summer of 1986, service delivery areas expended about \$765 million of title II-B funds and served 748,000 young people at an average cost of \$1,023 per participant.¹ Funds are used for (1) income payments to youth and (2) program services such as staff and materials.

Since its beginning in September 1983, SYETP has been funded under JTPA and is similar to a program operated under the Comprehensive Employment and Training Act (CETA), which preceded JTPA. But no specific program goals were stated in the JTPA legislation until the JTPA Amendments of 1986, Public Law 99-496, established the goals cited above. Job training programs can have a variety of short- or long-term goals. For example, programs may be immediately useful as a way to keep youths off

¹The title II-B funds had to be used for programs in the summer months. An additional \$1.78 billion was allocated in program year 1986 (July 1, 1986 - June 30, 1987) for year-round job training services for youths and adults under JTPA block grants to the states (title II-A).

the streets or give them some income over the summer months. Their work activities also can have a short-term advantage to the community in providing such services as working with children in a summer recreation program. In recent years, however, support has grown for using SYETP to improve youths' long-term employability.

As an expression of this desire to enhance long-term employability, the 1986 JTPA amendments revised the summer program to require that SDAs (1) assess the reading and math abilities of eligible youth and (2) provide basic and remedial education programs. A statement by the congressional committees that acted on this legislation clarified, however, that SDAs need not conduct new tests to assess basic educational skills; existing data and information may be used. In addition, SDAs may use JTPA or other available funds to provide the educational services, and neither a governor nor the Secretary of Labor may require a specific service level or expenditure of funds to satisfy this mandate. This legislation is based on bills considered separately in the Senate and House in 1986. The Senate bill did include a provision that would have required SDAs to spend at least 25 percent of their title II-B allocation for remedial education, while the bill considered in the House encouraged and provided incentives to provide remediation but required no specific level of expenditures or enrollment.

As of June 1, 1987, the Department of Labor had published no regulations related to this legislation and did not expect to do so until after the end of the 1987 summer program. To give states more timely guidance in what it considered sufficient time for planning and preparation, Labor transmitted a Training and Employment Guidance Letter to the states on March 23, 1987. In it, Labor indicated that, as the Congress had strongly stated its concern about illiteracy, the states should take immediate action to implement these requirements in their 1987 SYETPs. States were directed to review and approve modifications to SDA plans, which institute the statutory changes to the 1986 amendments. SDAs were to assess the reading and math levels of all SYETP participants, expend funds for basic and remedial education, and develop written goals and objectives for the summer component, according to the Labor letter.

Although SDAs were not required to include remedial education in their summer youth programs before 1987, Labor, in a Training and Employment Information Notice to state JTPA liaisons dated March 13, 1986, had encouraged operators of summer youth programs to include literacy training as a component of such programs. Labor does not have information on how many SDAs provided remediation in 1986 or how they did so, but other groups have estimated that between a half and two-thirds provided remediation to some youths.

OBJECTIVES, SCOPE, AND METHODOLOGY

In a letter dated December 19, 1986, Senator Paul Simon, Chairman of the Subcommittee on Employment and Productivity, Committee on Labor and Human Resources, requested GAO to conduct a study of how SDAs planned to provide remedial education in the 1987 summer youth program. Specifically, we were asked to provide information on

- SDAs' sources of assistance in developing plans to provide remedial education,
- any obstacles they were encountering in developing plans for an educational component,
- what they expected the educational component to be like, and
- how their plans for 1987 differed from the 1986 program.

Our response to this request is based on interviews with program officials at 200 SDAs in 44 states. These SDAs were selected to be representative of all 568 SDAs that were both (1) in the states and the District of Columbia (i.e., not in the territories) and (2) expecting to serve the same geographical area in 1987 as in 1986. (SDAs with boundary changes--and thus changes in eligible population--were deleted because for these we could not validly compare the 1986 and 1987 programs.) The 568 SDAs in the universe from which our sample of 200 was selected represented 93 percent of all SDAs in 1986. (See app. I for the names and locations of the 200 SDAs by state.) Because we wanted to compare SDAs with more and less urban populations, we randomly selected SDAs from three groups with different percentages of the SDAs' population living in an area defined as urban by the Census Bureau. (Sample selection, sampling errors, and survey development are described in more detail in app. II.)

The interviews were conducted by telephone, using a computer-aided structured interview procedure to assure comparability across interviewers. (See app. III for a summary of the responses to interview questions.) In each case, we interviewed the person identified by both the SDA director and by the potential interviewee as the person in their SDA "most knowledgeable" about the remedial education efforts in their summer youth program. Over 90 percent of the interviews were completed between March 16 and March 31, 1987. We used a combination of steps (described in app. II) to verify, where possible, the accuracy of the information obtained in the interviews.

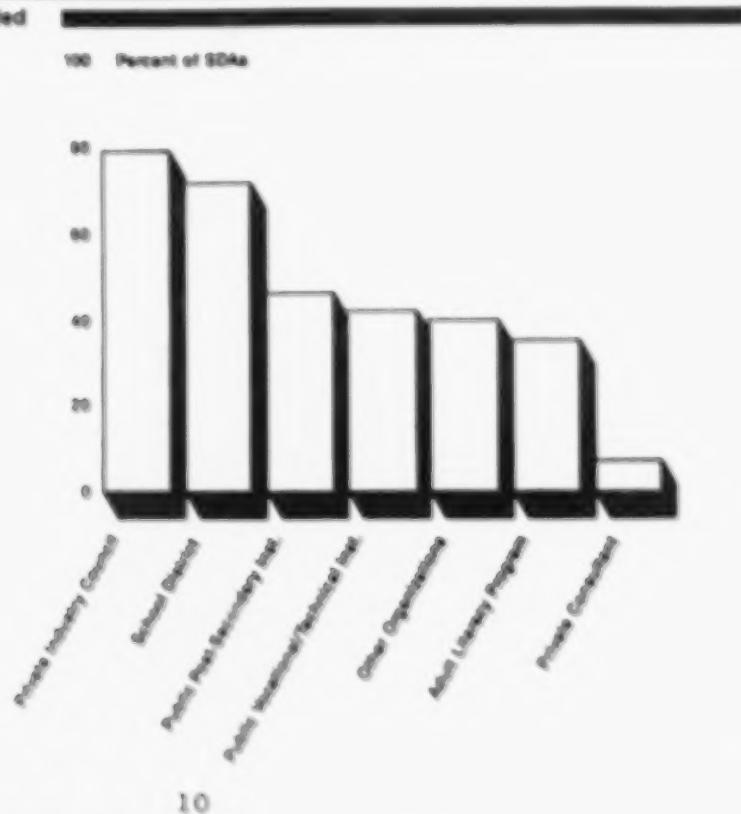
**LOCAL SCHOOL DISTRICTS HELPED,
BUT SOME SDAs HAD DIFFICULTY
DEVELOPING REMEDIATION PLANS**

In developing their plans to provide remedial education, SDAs received advice from a number of sources. Major providers of advice were the local school districts and Private Industry Councils, the local policy-making bodies for SDAs. Also, the majority of SDAs reported receiving advice from their states. But SDAs experienced several problems in planning, such as uncertainty about funding and knowing what a good remedial education program should be like.

**Guidance and Assistance
Received**

Local school districts apparently played a major role in providing advice on how to provide remediation: 41 percent of the SDAs described them as their primary source of advice, and 72 percent received some assistance from them in developing plans. The Private Industry Councils were next most frequently cited, with 13 percent of SDAs describing them as the primary source and 79 percent reporting some advice from them. All organizations cited as providing any advice are shown in figure 1.

Figure 1: Organizations That Provided Any Advice to SDAs on Their Remedial Education Plans (1967)

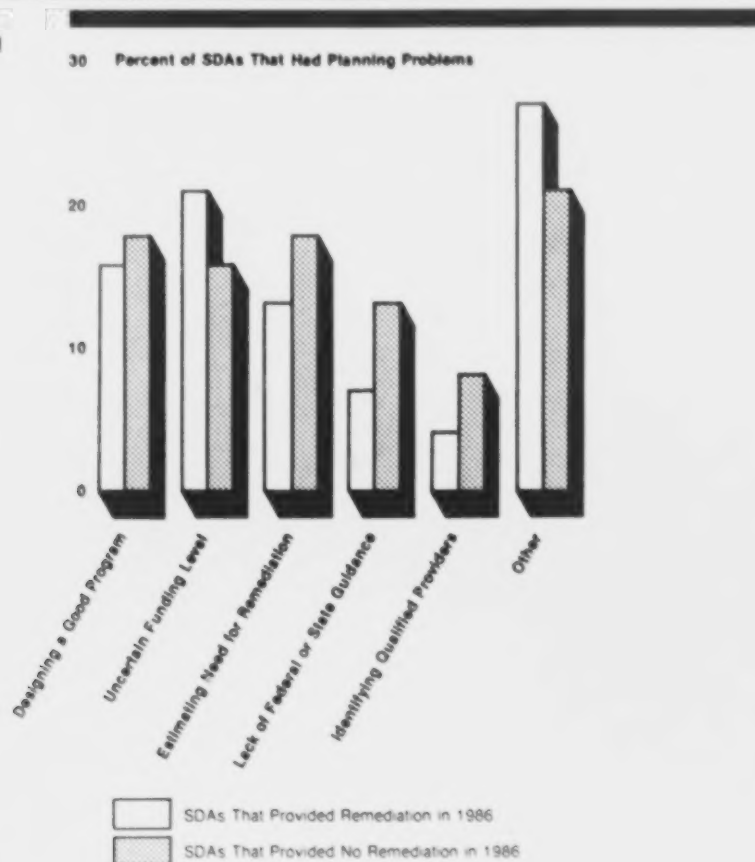


The majority of SDAs reported some assistance from their states. Sixty-four percent said they had been given written guidance or instructions on how to implement the new federal remedial education requirements. Nearly half (49 percent) noted that their state had helped them develop their remediation programs: 40 percent received seminars or workshops; 25 percent, sample education plans; 11 percent, on-site technical assistance; and 9 percent, written step-by-step instructions.

Difficulties in Developing Implementation Plans

When we asked SDAs to identify their most significant problem in developing plans for providing remedial education, a wide variety of obstacles was mentioned, as shown in figure 2, with no single difficulty being most pervasive. Nineteen percent of the SDAs cited as their "biggest problem" uncertainty about funding levels. (When they began planning for the summer, some SDAs did not know what their title II-B allocation would be. In addition, at the time of our interviews, legislation was being

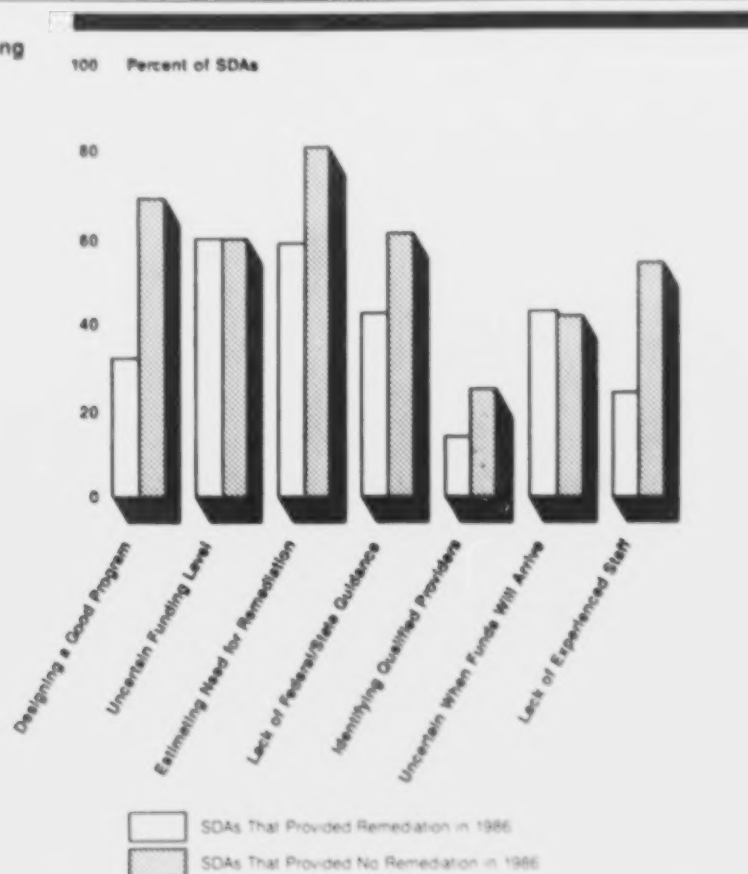
Figure 2: Most Significant Problem SDAs Had Preparing 1987 Remedial Education Plans



considered to provide a supplemental appropriation, but SDAs did not know if it would be enacted or, if it was, whether it would be after the summer program began--as happened in 1986.) Uncertainty about what a good program should be like was cited by 17 percent. Estimating how many youths needed remedial education was considered the most significant problem by 15 percent of the SDAs, while 6 percent reported no major problems.

Factors cited by SDAs as being a problem to some extent, even though not necessarily the most significant problem, are shown in figure 3. Estimating the number of youths in need of remedial education was cited by 69 percent as a problem to some extent. More than half the respondents also found "being unsure about how much funding you'll have" and "getting enough guidance from the federal or state government on what you should do" to be problems. Several of these factors were more problematic in SDAs that had provided no remediation in 1986, as figures 2 and 3 show. For example, estimating the number of youth who would need remediation was a problem for 81 percent of SDAs without remediation in 1986 compared with 59 percent for other SDAs.

Figure 3: Factors That Were a Problem to any Extent in Developing 1987 Remedial Education Plans



Fewer than 10 percent of the SDAs identified lack of federal or state guidance as their biggest problem. However, about half of the SDAs said that having insufficient guidance from the federal or state government had made development of their plans difficult. The amount of guidance was more important to SDAs that had no remedial education component in their 1986 summer youth programs: more than half (52 percent) of those that provided no remediation in 1986 were dissatisfied with the extent of Labor's guidance on how to implement the new requirements.²

**MORE YOUTH ARE EXPECTED TO
RECEIVE REMEDIAL EDUCATION
DESPITE FUNDING CUTS**

About twice as many youths were expected to receive remediation in SYETP nationally in 1987 (116,000) as in 1986 (55,000).³ This represents an increase from 8 to 21 percent of summer program participants receiving remedial education. The increase comes in part from more SDAs providing remediation to youths--all SDAs doing so compared with the 57 percent providing remediation in 1986--and in part from remediation being provided to more youths in SDAs that provided some remediation in 1986--21 percent in those SDAs instead of 8 percent. These increases are planned despite an overall 20-percent reduction in title II-B funds to SDAs (from about \$710 million to about \$560 million for the SDAs in the universe from which our sample was selected).

**Number of SDAs Providing
Remedial Education To
Increase in 1987**

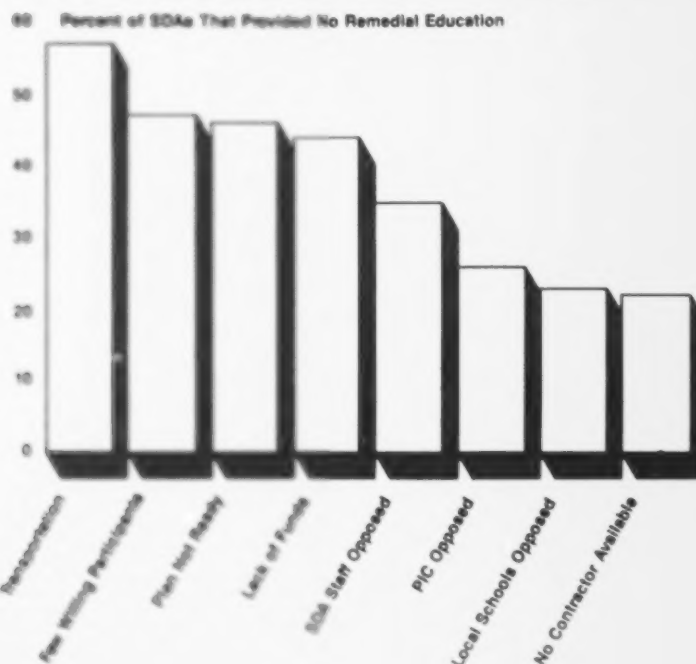
Although 43 percent of the SDAs provided no remediation to youths in the 1986 summer programs, all the SDAs we surveyed said they would do so in 1987. On average, SDAs that provided remedial education in 1986 had larger title II-B allocations than those that provided none (\$1.53 million compared with \$.88 million) and served more youth (1,504 compared with 757). In addition, SDAs that provided remediation were more often urban: 64 percent of those SDAs served predominantly urban populations, while 47 percent had a predominantly rural population.

²At the time most of our interviews were conducted, SDAs had not received the Training and Employment Guidance Letter from Labor.

³This estimate, as it is based on data projected from the sample in our study, excludes all youths in the territories and in the SDAs that will serve different geographical areas in 1987 than in 1986. The 1987 figure also may be an underestimate as about 4 percent of SDAs that intend to provide remediation did not know the number they would serve.

SDAs reported problems and situations that contributed to their decision to provide no remedial education. Many (57 percent) of those providing no remediation noted difficulty in arranging transportation. This problem was more prevalent with rural SDAs (65 percent) than urban SDAs (50 percent). Other reasons included having an incomplete plan for how to do so (46 percent) and having few youth willing to participate in remediation (47 percent). The lack of interested youth was more of a problem in the urban SDAs (53 percent) than in rural SDAs (30 percent). The reasons SDAs gave for providing no remedial education in the 1986 program are shown in figure 4.

Figure 4: Reasons SDAs Gave for Providing No Remedial Education in 1986

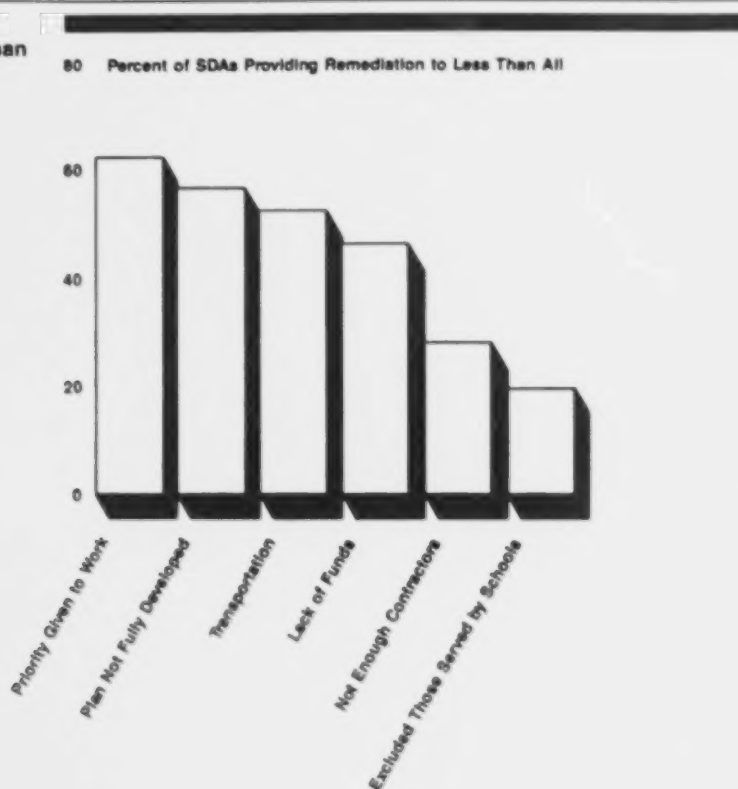


Some SDAs in 1986 Provided Remedial Education To Fewer Than All Youths Who Needed It

SDAs that provided remediation as part of their summer program differed in the extensiveness of the educational services provided. About a third (37 percent) said they provided some remediation to 100 percent of the youths they found or knew to be deficient in reading or math--on average, about 20 percent of all youth in their summer programs. The remaining SDAs that provided remedial education served, on average, an estimated 44 percent of

youths with an identified need. Three-fourths of these SDAs said that they provided remediation to 20 percent or more of the program participants who needed remediation. These SDAs cited a number of reasons for providing this service to fewer than all youths in need, as shown in figure 5. More than half said they gave greater priority to providing work experience, had an incompletely developed plan, or had difficulty arranging transportation. Also, 47 percent of the SDAs said that inadequate funding was a factor in their decision to provide remedial education to fewer than all in need.

Figure 5: Reasons SDAs Gave For Providing Remediation to Fewer Than All Who Needed It in 1986



SDAs serving urban populations frequently cited different reasons than did rural SDAs for providing remedial education to fewer than all youths needing remediation, as table 1 illustrates. Rural SDAs emphasized the lack of providers for remedial education services and difficulty getting youths to the educational services; urban SDAs were more often hampered by insufficient funds to provide the services.

Table 1: Reasons for Providing Remedial Education to Fewer Than All Youths Needing It: Urban and Rural SDAs Compared

	Percent of SDAs	
	<u>Rural SDAs</u>	<u>Urban SDAs</u>
Difficulty obtaining remedial education services	64	23
Difficulty arranging transportation	64	45
Too little money to fund full program	36	55

SDAs Plan to Increase the Number of Youths Served While Facing Budget Reductions

The SDAs' planned increase in the number of youths receiving remedial education is occurring at the same time as reductions in title II-B funds, as shown in table 2. About 80 percent of the SDAs experienced reductions in title II-B allocations, with the average SDA allocation decreasing from \$1.3 million in 1986 to \$1 million in 1987. In our sample, the change in allocations ranged from an increase of \$780,000 (or 37 percent for one SDA) to a decrease of \$7.33 million (or 26 percent). Nearly half the SDAs had title II-B funding reductions of 20 percent or more in 1987.

Table 2: Estimated Total Summer Youth Program Funding Compared with Estimated Remedial Education Portion in SDAs in GAO's Universe (1986 and 1987)

	<u>1986</u>	<u>1987 (Anticipated)</u>
Total Summer Youth Program: ^a		
Total II-B funds (millions)	\$710	\$560
Average funds per SDA (millions)	\$1.3	\$1.0
Total participants	671,000	561,000
Average youths per SDA	1190	990
Average II-B funds per youth	\$1,233	\$1,257
Remedial education portion of Summer Youth Program: ^a		
Total II-B funds (millions)	\$37	\$67
Average funds per SDA	\$118,000	\$128,000
Total participants	55,000	116,000
Average youths per SDA	170	211
Average II-B funds for remediation per youth	\$773	\$677

^aTotals presented are projections from our sample to the universe of the SDAs from which the sample was drawn; i.e., all SDAs serving the same geographic areas in 1986 and 1987 in states and the District of Columbia (excludes territories).

To increase remediation in spite of the funding reductions, SDAs planned to use both a greater proportion of their title II-B funds and funds from other sources. By projecting our survey responses to the universe of SDAs, we estimate that the overall amount of title II-B funds to be spent on remedial education will increase from about \$36.7 million in 1986 to about \$67.2 million in 1987--an increase from 5 to 12 percent.⁴ On average, those SDAs that provided no remedial education in 1986 planned to spend about \$57,000--or 8 percent of their title II-B allocation--in 1987 and estimated they would serve about 120 youth. Those that provided remedial education in 1986 planned to spend, on average, \$179,000--14 percent of their title II-B allocations--to provide remedial education to about 276 youth. The amount of title II-B funds SDAs spent or expected to spend on remedial education per youth varied across SDAs. For about one-fourth in each year, the amount was less than \$200 per youth for remediation; for another fourth, it was more than \$1,200 per youth.

Almost a third of the SDAs (31 percent) expected to use some funds other than title II-B to provide remediation. Their JTPA title II-A allocation was most frequently identified as another funding source. Another JTPA source of funds was the 8 percent of the state's title II-A allotment set aside for state education coordination and grants; 10 percent of the SDAs expected to use these funds. The other sources they expected to use are shown in table 3.

Table 3: Funds Other Than Title II-B That SDAs Expect to Use to Provide Remediation in 1987

<u>Source of funds</u>	<u>Percent of SDAs</u>
SDA JTPA title II-A allocation	17
State JTPA title II-A set-aside	10
Local government	5
Other	10

⁴Survey responses were based on the SDAs' definition of what expenditures were used to provide remedial education because Labor had not provided guidance on this matter. Therefore, some SDAs may consider payments to youth in remediation as a remedial education expenditure while others may limit their definition of remedial education expenditures to program costs, such as staff and materials.

**LITTLE CHANGE SEEN IN WAYS OF
PROVIDING REMEDIAL EDUCATION
SERVICES IN 1987**

Although the number of SDAs providing remedial education in 1987 will nearly double as compared with 1986, overall, it will be provided in essentially the same way. SDAs that included no remedial education in their 1986 summer youth programs plan to do so in 1987 by using generally the same service providers, delivery approaches, hours of remediation, and program incentives as the other SDAs did in 1986. In commenting on a draft of this report, Labor pointed out that this is not a problem unless participants are not really learning from the existing approaches. We agree.

**Local School Districts Continue
as Primary Service Providers**

SDAs cited local school districts as the major providers of remedial education services in both 1986 and 1987. About 75 percent of the SDAs indicated that local school districts were or would be used to provide remedial education services in both years. Fifty-four percent of the SDAs in 1987 and 48 percent in 1986 identified school districts as the primary providers of these services. Other entities that SDAs used in 1986 and anticipated using in 1987 included public postsecondary institutions, public vocational/technical institutions, community-based organizations, and SDA staff. (See figs. 6 and 7.)

**Figure 6: Primary Remedial Education
Provider for SDAs (1987)**

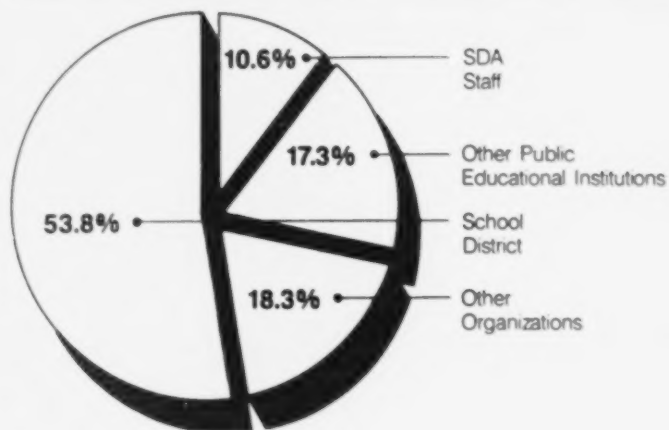
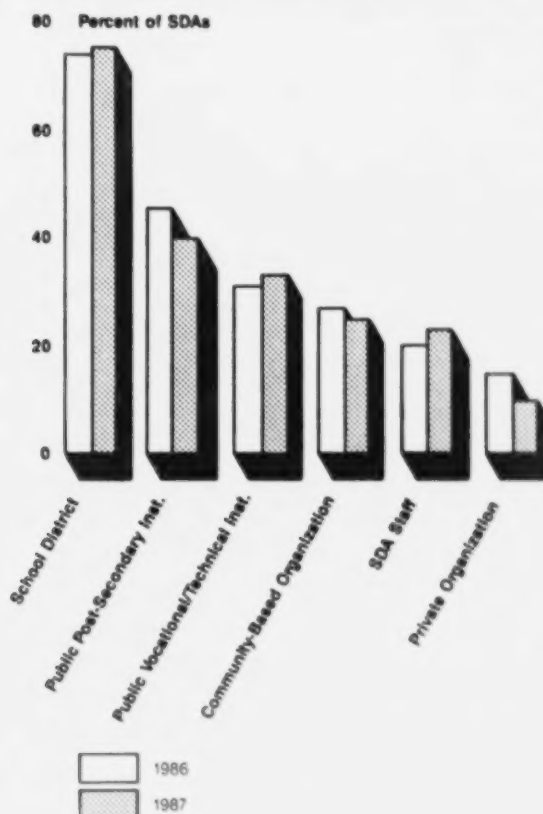


Figure 7: Organizations That Provided Any Remedial Education Services for SDAs (1986 and 1987)



Little Change Planned In Remedial Education Approach

SDAs expected to use similar approaches to provide remedial education within the 1987 SYETP as in 1986. Most SDAs planned to provide remediation in both individual and group settings, including classroom lectures, discussions, and individualized, self-paced instruction. Many SDAs--about 60 percent--planned to provide assistance in the context of the individuals' work experience, and 26 percent planned to provide some remediation at work sites. For example, the Madison, Wisconsin, SYETP provides reading and math instruction that is related to youths' learning to catch and market crayfish, a major work activity in that program.

In addition to books and other printed materials, more than 70 percent of the SDAs expected to use computers as teaching tools: 81 percent of those that offered a program in 1986

planned to use computers in 1987, while 62 percent of the SDAs offering remedial education for the first time would be using computers. The similarities in delivery approaches for the 1986 and 1987 SYETPs are shown in table 4.

Table 4: Approaches to Providing Remedial Education in 1986 and 1987

<u>Approach</u>	<u>Percent of SDAs using approach</u>	
	<u>1986</u>	<u>1987</u>
Taught individually	69	72
Lecture and discussion only	13	7
Individualized, self-paced only	21	26
Both lecture/discussion and individualized/self-paced	64	61
Computers as teaching tools	70	73
Instruction tied to work experience	57	60

Average Hours in Remediation and Work Unchanged

The number of hours participants spend in remediation and work was expected to be virtually unchanged in 1987. On average, youth in the SYETP have 32 hours per week of remedial education and/or work experience combined, divided into 12 hours of education and 20 hours of work or--for youth receiving no remediation--a 32-hour work week. But local programs differ in how they remediation and work, as shown in table 5.

Table 5: Examples of Ways SDAs Combine Remedial Education and Work Experience

<u>SDA</u>	<u>Remedial education</u>	<u>Work experience</u>
A	Each day	Each day
B	Some days each week	Some days each week
C	First 4 weeks of program (24 hrs./week)	Last 4-6 weeks of program (40 hrs./week)
D	First 4 weeks of program (20 hrs./week)	Last 5 weeks of program (30 hrs./week)
E	Some youths: 7 weeks (32 hrs./week)	none at all
	Other youths: some days each week	some days each week

In 1986, 43 percent of the SDAs in our survey provided 10 or fewer hours of remediation per week, while 15 percent provided 20 or more hours. In 1987, 49 percent of the SDAs expected to provide 10 or fewer hours of remediation per week, and 18 percent, 20 or more hours.

Incentives to Youths in Remedial Education Expected to Continue in 1987 SYETP

SDAs use a variety of mechanisms to encourage youths to participate in remedial education activities, which many youths are otherwise reluctant to do. As in 1986, the majority of SDAs expect youth to receive academic credit as well as wages, bonuses, stipends, or other payments. In 55 percent of the SDAs, youths could get academic credit for participation in remedial education in both 1986 and 1987. Some SDA officials expressed reluctance to pay youths for "going to school," but more than 80 percent of the SDAs will provide wages or some other form of payment to youths for the time spent in remedial education in the 1987 SYETP. Nearly all SDAs (96 percent) will use JTPA title II-B funds for these payments, but 13 percent will use other JTPA funds as well.

Other examples of incentives to get youths to participate in remediation include allowing them to go to work sites (for which

they are paid) only if they go to class (for which they are not paid) or paying youths more per hour for time spent in remediation than for time spent at work sites.

**ASSESSMENT OF BASIC EDUCATIONAL
SKILLS WILL BE AN IMPORTANT
PART OF SUMMER PROGRAMS**

Labor has informed states and SDAs that the act requires them to assess the reading and math skills of all summer youth program participants. The majority (83 percent) of the SDAs plan to address that requirement by obtaining grades or test scores from schools, even though about one-third of these SDAs anticipate difficulties in getting school records. About two-thirds of the 17 percent that are using no school records rejected this method because they anticipated difficulty in getting schools' records for such reasons as confidentiality and access problems. But SDAs will use more than just information from the schools; 76 percent of the SDAs will give written reading or math tests to youths.

Test performance will be the primary criterion for selecting youths for remediation. About 86 percent of the SDAs will require that youths score below some specific level on both a reading and a math test to receive remedial education. The other major consideration will be recommendations from teachers (required by about 45 percent of the SDAs). Almost a third (29 percent) will select only youths who are still in school, thus excluding dropouts and high school graduates.

Most SDAs (more than 90 percent) also will use test performance to assess the effectiveness of the remediation youths have received. In addition to reading and math test scores, SDAs plan to consider in their evaluations youths' returning to school (91 percent), getting jobs (70 percent), and behavior changes (54 percent).

**REMEDIAL EDUCATION REQUIREMENT
WILL LEAD TO REDUCTIONS IN
OTHER PARTS OF THE PROGRAM**

As a result of the requirement to include remedial education, SDA officials expected reductions in several other aspects of their summer youth program, e.g.:

- Hours of work youths provide to the community or employers (76 percent of SDAs).
- Worksites in the community (52 percent of SDAs).
- Youths being served in the program (49 percent of SDAs).

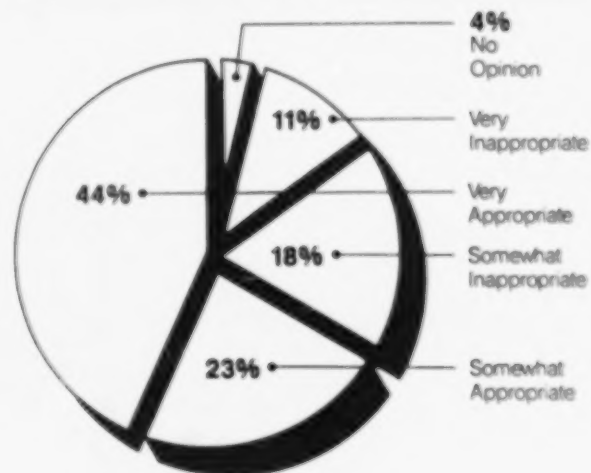
Even some of the SDAs that provided remedial education in 1986 believed that implementing the new legislation would result in these kinds of program changes in their SDAs. In part, this may be due to the requirement of assessing the basic educational skills of all participants, which the SDAs may not have done in 1986. In addition, even though they provided remediation last year, the SDAs generally planned to increase the percentage of youths given remediation in 1987. SDAs that reported a need to reduce the number of youths in their II-B program planned to increase the number of youths receiving remedial education by 17 percent, and SDAs reporting a need to reduce the number of work-sites or hours of service given to the community or employers planned to increase the number of youths receiving remedial education by 16 percent.

Some SDAs (13 percent) use funds from sources other than title II-B to pay youths for their work experience (including the 4 percent of all SDAs in which employers provide funds to pay them), but SDAs use predominantly title II-B funds for this purpose. Increasing remediation will be accomplished, it appears, by cutting back on the total number of youths given work experience as well as the amount of work experience those youths in remediation activities will obtain.

REMEDIAL EDUCATION REQUIREMENT
GENERALLY VIEWED AS BEING
APPROPRIATE

The majority of the officials surveyed (67 percent) felt the new provision requiring remedial education in the SYETP was appropriate. (Figure 8 shows opinions on the appropriateness of the remedial education requirement.) But SDAs that had offered no remedial education last year more often said the requirement was inappropriate than did other SDAs.

Figure 8: Opinions on the Appropriateness of the Remedial Education Requirement (1987)



Those who believed the requirement was inappropriate most frequently said remedial education was the role of the school, not the summer youth program. The requirement was inappropriate, one SDA official said, because the SDA could not be expected to do what the schools were unable to do in 9 months. Another viewed the requirement as an educational activity that brought the SDAs into a field in which they had little expertise. He also questioned their ability to have an effect in a 6- to 8-week period. Another official at an SDA that provided remedial education in 1986 opposed making it a requirement. He said the program was working and should be left alone.

SERVICE DELIVERY AREAS SURVEYED BY GAO

<u>State</u>	<u>Name</u>	<u>Location</u>
Alabama	Mobile Consortium	Mobile
Arkansas	North Central Northwest Little Rock Southwest	Batesville Harrison Little Rock Magnolia
Arizona	Cochise County Coconino County Apache County Gila-Pinal Consortium Navaho County Mohave-LaPaz Consortium Maricopa County Phoenix Pima County	Bisbee Flagstaff Flagstaff Florence Holbrook Parker Phoenix Phoenix Tucson
California	Golden Sierra Consortium Kern, Inyo, Mono Consortium NORTEC Consortium Humboldt County Solano County Fresno Consortium San Benito County Merced County City of Oakland San Bernardino County Sonoma County Mother Lode Consortium Carson, Lomita, Torrance Consortium Medocino County Yolo County	Auburn Bakersfield Paradise Eureka Fairfield Fresno Hollister Merced Oakland San Bernardino Santa Rosa Sonoma Torrance Ukiah Woodland
Colorado	Boulder County City and County of Denver Rural Weld County	Boulder Denver Denver Greeley
Connecticut	Meridan-Middletown Northeast: Danielson-Willimantic	Meridan North Windham
DC	Single State SDA	Washington

APPENDIX I

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<u>State</u>	<u>Service Delivery Area</u>	
	<u>Name</u>	<u>Location</u>
Delaware	Single State SDA	Newark
Florida	Heartland	Lakeland
	Lee County	Ft. Myers
	North Central	Gainesville
	Northeast	Jacksonville
	Brevard County	Merritt Island
	Charlottee, Collier, Glades, Hendry (SW)	Naples
	Withlacoochiee	Ocala
	Northwest/Escambia County	Pensacola
	Gadsden, Jefferson, Leon Counties	Tallahassee
	City of Tampa	Tampa
	Flagler, Lake, Volusia Counties	Tavares
Georgia	Northeast Georgia	Athens
	Metropolitan Atlanta	Atlanta
	West Central Georgia	Griffin
Hawaii	County of Hawaii	Hilo
Idaho	Clearwater	Moscow
	Southeast	Pocatello
Illinois	St. Clair County	Belleville
	Champaign Consortium	Champaign
	Macon and Dewitt Counties	Decatur
	South Central SDA	Greenup
	Will County	Joilet
	LaSalle County	Ottawa
	Tazewell County SDA	Pekin
	Land of Lincoln Consortium	Springfield
Indiana	Hoosier Falls	Jefferson
	Southeastern Indiana	Madison
	East Central	Portland
Iowa	SDA 13	Council Bluffs
	SDA 1	Postville
	SDA 4	Sioux City
	SDA 7	Waterloo
Kansas	SDA III	Kansas City

APPENDIX I

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<u>State</u>	<u>Service Delivery Area</u>	
	<u>Name</u>	<u>Location</u>
Kentucky	Northern Kentucky	Florence
	Eastern Kentucky	Hazard
	Bluegrass Area	Lexington
	City of Louisville/Jefferson City	Louisville
	North Central Kentucky	Louisville
	Northeast Kentucky (TEN-00)	Maysville
	The Cumberlands	Russell Springs
Louisiana	East Baton Rouge Parish	Baton Rouge
	St. Charles Parish Consortium	Hahnville
	Sixth Planning District Consortium	Jena
Maine	Cumberland County	Portland
Maryland	Susquehanna Region	Havre de Grace
	Southern Maryland	Ia Plata
	Montgomery County	Rockville
	Prince George's County	Fort Pleasant
	Lower Shore	Snow Hill
Massachusetts	Boston	Boston
	City of Brockton	Brockton
	Northern Worcester	Gardner
	Franklin and Hampshire Counties	Greebfield
	Northern Middlesex County	Lowell
	Metro South/West	Norwood
	Hampden County	Springfield
	Southern Worcester	Worcester
Michigan	Lake, Mason, Mecosta, Newaygo, etc.	Big Rapids
	Central Upper Peninsula - Six County	Escanaba
	Genessee and Shiawassee Counties	Flint
	Hillside, Jackson, Lenawee Counties	Jackson
	Huron, Lapeer, Sanilac, Tuscola	Marlette
	Muskegon and Oceana Counties	Muskegon
	Greater Pontiac	Pontiac
	Northwest Lower Michigan	Traverse City
Minnesota	Rural Minnesota CEP, Inc. SDA #2	Detroit Lakes
	City of Duluth SDA #4	Duluth
	South Central SDA #7	Mankato
	City of St. Paul SDA #11	St. Paul
	Northeast: SDA #3	Virginia
Mississippi	Gulf Coast Business Services Corp.	Gulfport

<u>State</u>	<u>Service Delivery Area</u>		<u>Location</u>
Missouri	SDA 13: St. Louis County	Clayton	
	SDA 5	Fulton	
	SDA 15	Hillsboro	
	SDA 4	Sedalia	
	SDA 8	Springfield	
Montana	Concentrated Employment Program Area	Helena	
	Balance of State	Helena	
Nebraska	Greater Lincoln	Lincoln	
	Greater Nebraska	Lincoln	
	Greater Omaha	Omaha	
New Hampshire	Hillsboro County	Concord	
New Jersey	Gloucester County	Deptford	
New Mexico	Albuquerque/Bernalillo County	Albuquerque	
New York	Ontario/Seneca/Wayne/Yates Counties	Canandaigua	
	St. Lawrence County	Canton	
	Cayuga/Cortland/Tompkins Counties	Cortland	
	Oswego County	Fulton	
	Genesee/Livingston/Orleans/Wyoming Counties	Genesee	
	Chenango/Delaware/Otsego Counties	Hamden	
	Columbia/Greene Counties	Hudson	
	Sullivan County	Monticello	
	New York City	New York	
	Clinton/Essex/Franklin/Hamilton Counties	Plattsburgh	
	Balance of Monroe County	Rochester	
	Jefferson/Lewis Counties	Watertown	
	City of Charlotte/Mecklenburg County	Charlotte	
North Carolina	Central Piedmont Employment and Training	Durham	
	Wake and Johnston Counties	Raleigh	
Ohio	City of Cincinnati: SDA 8	Cincinnati	
	Franklin County: SDA 16	Columbus	
	Butler County: SDA 6	Hamilton	
	Morrow/Ashland/Richland/Knox Counties: SDA 14	Mansfield	
	Columbiana and Mahoning Counties: SDA 30	Youngstown	

<u>State</u>	<u>Service Delivery Area</u>	
	<u>Name</u>	<u>Location</u>
Oklahoma	Northwest	Beaver
	Southwest	Burns Flat
	Southern	Durant
	Central	Oklahoma City
	East Central	Shawnee
	Tulsa City/Tulsa/Creek/Osage Counties	Tulsa
Pennsylvania	Lehigh and Northampton Counties	Allentown
	Armstrong, Butler, Indiana Counties	Butler
	Adams and Franklin Counties	Chambersburgh
	Bucks County	Doylestown
	Beaver County	New Brighton
	City of Pittsburgh	Pittsburgh
	Berks County	Reading
	Six Counties (Sixco)	Ridgway
Rhode Island	Balance of State	Providence
South Carolina	Single Statewide	Columbia
Tennessee	SDA #7	Algood
	SDA #5	Cleveland
	SDA #13	Dyersburgh
	SDA #14	Memphis
	SDA #8	Nashville
Texas	Panhandle	Amarillo
	Rural Coastal Bend	Beeville
	Central Texas	Belton
	Cameron County	Brownsville
	Middle Rio Grande	Carrizo Springs
	Balance of Dallas County	Dallas
	Texoma	Denison
	Hidalgo/Willacy Counties	Edinburg
	Upper Rio Grande	El Paso
	Fort Worth Consortium	Fort Worth
	Balance of Harris County	Houston
	Balance of Gulf Coast	Houston
	East Texas	Kilgore
	South Texas	Laredo
	Permian Basin	Midland

<u>State</u>	<u>Service Delivery Area</u>	
	<u>Name</u>	<u>Location</u>
Utah	Davis County	Farmington
	Central (Six County)	Richfield
	Uintah Basin	Roosevelt
	Salt Lake and Tooele Counties	Salt Lake City
Virginia	New River/Mount Rogers Employment and Training	Abingdon
	Alexandria/Arlington Job Training Consortium	Arlington
	Northern Virginia Manpower Consortium	Fairfax
	ONE Inc.	Lebanon
	Bay Area Job Training Consortium	Warsaw
Washington	The Pacific Mountain Consortium: SDA 2	Olympia
	Olympic Consortium: SDA 1	Port Orchard
	The Seattle-King County PIC: SDA 5	Seattle
	The Pentad: SDA 8	Wenatchee
	Tri-Valley Consortium SDA 9	Yakima
West Virginia	Balance of State	Charleston
Wisconsin	Northwest Wisconsin: SDA 9	Ashland
	Western Wisconsin: SDA 16	LaCrosse
	North Central Wisconsin: SDA 13	Madison
	West Central Wisconsin: SDA 11	Menomonie
	Southwestern Wisconsin: SDA 15	Monroe
	WOW Job Training Partnership: SDA 12	Waukesha
	Central Wisconsin: SDA 10	Wisconsin Rapids

GAO'S SURVEY, SAMPLING, AND DATA VERIFICATION METHODOLOGY

During March and April 1987, GAO used the computer-aided telephone interview (CATI) technique to administer a standardized telephone interview to a random sample of SDAs. All of these SDAs had Summer Youth Employment and Training programs that will cover the same geographic area this year as in 1986. In each interview, we spoke with the administrator who was identified as the most knowledgeable person about their remedial education efforts. This appendix contains a technical description of our interview survey design, pretesting of the interview survey, selection of the sample, calculations of sampling errors, and data verification efforts.

INTERVIEW SURVEY DESIGN

The interview survey was designed to elicit information from SDA administrators about their experience (if any) with providing remedial education in their 1986 summer program and problems they might have providing it in 1987. Specifically, we asked them

- how many youths participated or would participate in the summer program in total, how many received or would receive remedial education in 1986 and 1987, and related cost figures;
- why remediation might not have been offered in 1986;
- what kind of organizations provided remedial education services in 1986 and would provide it in 1987;
- what educational techniques were and would be used to teach remedial education;
- whether they believed remedial education was an appropriate requirement for the JTPA summer youth program;
- who assisted them in developing their 1987 remedial education plans and how;
- any problems encountered in developing their plans;
- what their policies would be for selecting youths to receive remedial education; and
- whether they carried over any 1986 title II-B funds to 1987 and, if so, why.

PRETESTING THE INTERVIEW SURVEY

Before the interview survey was used, it was pretested with a number of JTPA summer youth program administrators who were not included in our random sample and a consultant who advises SDAs on preparing remedial education plans. Trained GAO staff administered the questionnaire to the program administrators by telephone as if it were an actual interview and to the expert consultant in person. The time it took to answer each question was noted, as well as any difficulties the respondent had in answering the questions.

Based on the results of each pretest, we revised the interview to ensure that (1) the potential respondents could and would provide the information requested and (2) the questions were fair, relevant, easy-to-answer and, to the extent possible, free of design flaws that could introduce bias or error into the study results. We also tested to ensure that the task of completing the interview would not place too great a burden on the respondent.

SAMPLING SDAs

Prior to selecting a random sample, we identified a universe of 568 SDAs that met the two criteria of (1) being in the states or the District of Columbia (i.e., not the territories) and (2) having the same geographical boundary in 1987 as in 1986. We also thought that the size of the community might be related to problems in implementing the remedial education component of summer youth programs. In order to be able to test for any such urban-rural differences, we stratified our random sample into SDAs that had different percentages of the population living in an area defined as urban in the 1980 census.

Table II.1: Sampling Plan for SDA Survey

<u>Proportion of population in urban area</u>	<u>Universe size</u>	<u>Sample size</u>	<u>Number of respondents</u>
Most urban (67 percent or greater)	278	83	83
Moderately urban (34-66 percent)	233	79	79
Least urban ("rural") (33 percent or less)	<u>57</u>	<u>38</u>	<u>38</u>
Total	<u>568</u>	<u>200</u>	<u>200</u>

SAMPLING ERRORS

We projected our survey results from the sample to the universe from which these SDAs were selected. Each projection, however, has a sampling error associated with it. A sampling error is the most an estimate can be expected to differ from the actual universe characteristics.

Sampling errors are usually stated at a specific confidence level--95 percent in this case. This means that the chances are 95 out of 100 that, if we had surveyed all of the SDAs, the results would differ from the estimates we have made by less than the sampling error of that estimate.

For this survey, the sampling error for each estimate does not exceed plus or minus 5.7 percentage points for any percentage describing all SDAs and plus or minus 9.2 percentage points for any question stratified by proportion urban. An example of the sample errors for one of the questions we asked, "Did this SDA provide remedial education in 1986?" appears in table II.2.

Table II.2: Sample Error Estimate for Percent of SDAs
Providing Remedial Education in 1986

<u>Proportion urban</u>	<u>SDAs providing remedial education (percent)</u>	<u>Sample error (percent)</u>
Most urban	64	+/- 8.6
Moderately urban	52	+/- 8.9
Least urban ("rural")	<u>47</u>	<u>+/- 9.2</u>
Total	<u>57</u>	<u>+/- 5.7</u>

The sample error estimates for questions having a continuous range of answers, such as the average number of participants, vary widely. The following table lists the average answer for several key questions and the sampling error (at 95 percent confidence) associated with it.

Table II.3: Sample Error Estimate for Selected Continuous Questions (Program Costs and Participation) in SDAs From Which Sample Was Selected

	1 9 8 6		1 9 8 7	
	Estimate	Sample error	Estimate	Sample error
<u>Total SYETP:</u>				
Total cost (millions)	\$710	+/- \$160	\$560	+/- \$120
Average cost (millions)	\$1.3	+/- \$0.3	\$1.0	+/- \$0.2
Total participants	671,000	+/- 214,000	561,000	+/- 178,000
Average participation	1190	+/- 380	990	+/- 310
Average cost per youth	\$1,233	+/- \$36	\$1,257	+/- \$44
<u>Remedial education portion of SYETP:</u>				
Total cost (millions)	\$37	+/- \$10	\$67	+/- \$16
Average cost	\$118,000	+/- \$31,000	\$128,000	+/- \$30,000
Total participants	55,000	+/- 14,000	116,000	+/- 21,000
Average participation	170	+/- 44	211	+/- 39
Average cost per youth	\$773	+/- 110	\$677	+/- \$78

DATA VERIFICATION

Our data verification activities were of two general kinds. We

- conducted an extensive set of internal checks to locate inconsistencies or extreme values that indicated we might have inaccurately recorded the information provided. Where such inconsistencies were found, we made follow-up telephone calls for clarification.
- considered each kind of data we collected to see whether it could be checked against some source other than this survey.

Our conclusion was that the primary verification would come in a follow-on review consisting of case studies at selected locations in the summer of 1987 and another survey of these same respondents. In that review, we would be able to confirm the extent to which their plans were implemented. At this time, other items are either unverifiable (such as respondents' opinions) or theoretically verifiable (such as what they did in 1986), but we have been unable to determine an independent source for verification purposes within the time frame of this job.

SUMMARY OF RESPONSES IN GAO TELEPHONE INTERVIEWS

Note: Unless otherwise indicated, program officials at all 200 service delivery areas answered the question. Percentages reported are projections to the universe of all SDAs from which our stratified random sample was drawn (all SDAs in the states and District of Columbia that will serve the same geographical area in 1987 as in 1986). That is, these are the answers we would expect if we had interviewed officials at all of the SDAs. Where officials could reply in more than one category, the percentages may total more than 100. In this summary, introductory material has been omitted and some parts of the questions have been rearranged for brevity and clarity. The majority of the interviews were completed between March 16 and March 31, 1987.

I. REMEDIAL EDUCATION IN 1986 SUMMER YOUTH PROGRAM

Number of youths given remediation

1. How many youths participated in your TOTAL 1986 JTPA summer youth programs that were funded, partially or entirely, by title II-B funds?

<u>Mean</u>	<u>Range (low-high)</u>
1,188	42 -37,000

2. Did your SDA provide any remedial education in your 1986 summer programs? [We defined remedial education to mean reading OR mathematics training given to youths who are deficient in these subjects.]

	<u>Percent</u>
Yes	57
No	43

3. Possible problems or situations [in addition to its not being required] that may have contributed to decision NOT to offer remedial education:

	<u>Percent of SDAs providing no remediation</u>
Having too little money to fund a remedial education program	44

APPENDIX III

APPENDIX III

	<u>Percent of SDAs providing no remediation</u>
Few of them would have been willing to participate in it	47
Plan for providing remedial education was not ready	46
Difficulty arranging transportation	57
Difficulty finding, or contracting for, qualified remedial education services	22
Private Industry Council did not think SDA should provide remedial education	26
SDA staff did not think it was appropriate	35
Local public school officials did not think SDA should provide remedial education	23
4. What was the MAIN reason you had for not offering remedial education?	

	<u>Percent of SDAs providing no remediation</u>
Lack of funds	23
Youths were unwilling to participate	8
Remedial programs not fully developed	15
Lack of transportation to training site	2
Difficulty in obtaining services	2
Private Industry Council opposition	7
SDA staff opposition	0
Local school opposition	3
Other	40

5. Approximately how much of your title II-B funds was spent on remedial education?

Range (low-high)

less than \$1,000 - \$1,300,000

6. About how many received remedial education?

Mean

Range (low-high)

170

2 -2,638

7. Did your SDA assess the reading or math skills of ANY of the youths who participated in your summer youth programs?

Percent of SDAs
providing remediation

Yes

79

No

21

8. Did ALL of the youths that you found or knew to be deficient in reading or math receive remedial education?

Percent of SDAs
providing remediation

Yes

37

No

61

Don't know

2

9. In total, how many needed remediation? [Asked of those that provided remediation to fewer than all who needed it.]

Mean

Range (low-high)

291

50 - 1,100

10. Reasons you MAY have had for NOT providing remedial education to everyone:

Percent of SDAs
providing remedial
education to fewer
than all in need

Gave greater priority to providing work experiences instead of remediation	63
Decided to target remediation to those not being served by the schools	20
Had too little money to fund a full remedial education program	47
Plan for providing remedial education was not fully developed	57
Difficulty arranging transportation for everyone	53
Difficulty finding or contracting for enough qualified remedial education services	29

11. What was the MAIN reason you had for not providing remedial education to everyone [in need of it]?

Percent of SDAs
providing remedial
education to fewer
than all in need

Priority given to work experience	25
Targeted underserved youth	1
Lack of funds	22
Remedial plan not fully developed	10
Lack of transportation	9
No local education providers	5
Other	29

Remedial education providers

12. Were ANY of your remedial education services provided by the following:

	<u>Percent of those SDAs providing remediation</u>
SDA staff	20
Local school district	74
Public postsecondary institution	46
Public vocational/technical institution	31
Community-based organization	27
Private, proprietary, or for-profit organization	15

13. Who would you consider to be your primary provider?

	<u>Percent of those SDAs providing remediation</u>
SDA staff	12
Local school district	48
Public postsecondary institution	20
Public vocational/technical institution	5
Community-based organization	11
Private, proprietary, or for-profit organization	2
Other	3

How remedial education was provided

14. Which of the following educational techniques were used to teach reading or math?

	<u>Percent of those SDAs providing remediation</u>
Youths taught individually	69
Taught in groups, in classrooms	96
Instruction presented through	
-class lectures and discussions only	13
-individual, self-paced only	21
-both	64
-other	1
-don't know	1
Computers used as teaching tools	70

		<u>Percent of those SDAs providing remediation</u>
	Books or other printed materials used as teaching tools	98
	Remedial education specifically tied to work experiences	57
	Remedial education taught at work sites	28
15.	At how many locations was remedial education taught?	
	<u>Mean</u> <u>Range (low-high)</u>	
	7 1 - 58	
16.	About how many hours per week did the average youth spend in remedial education classes?	
	<u>Mean</u> <u>Range (low-high)</u>	
	12 2 - 30	
17.	How many hours per week did the average youth, who got remedial education, spend in the work experience component of the program?	
	<u>Mean</u> <u>Range (low-high)</u>	
	20 0 - 40	
18.	How many hours per week did the average youth, who DID NOT get remedial education, spend in the work experience component of the program?	
	<u>Mean</u> <u>Range (low-high)</u>	
	32 15 - 40	

Incentives for participating

	<u>Percent of those SDAs providing remediation</u>
19. Some youths earned academic credit for participating in remedial education	56
20. Some or all of them were given wages, stipends, bonuses, or other payments for participating in remedial education	76

21. Legal restrictions limited or prohibited such payments:

	Percent of SDAs providing no wages or other payments for <u>being in remediation</u>
Yes	8
No or don't know	92

22. The following funds were used to pay youths for the time they spent in remedial education:

	Percent of SDAs providing some wages or other payments for <u>being in remediation</u>
Title II-B	97
Other JTPA	13

23. The following funds were used to pay youths for work experience:

	Percent of SDAs <u>providing remediation</u>
Only title II-B	90
Other JTPA funds	5
Employers provide funds	1
Other funds	

II. PLANS FOR TOTAL 1987 SUMMER YOUTH PROGRAMS

24. What will this SDA's 1987 title II-B funding allocation be?

<u>Mean</u>	<u>Range (low-high)</u>
\$1,035,000	\$43,000 - \$20,900,000

25. Approximately how many youths do you expect to participate in your total 1987 summer youth programs?

<u>Mean</u>	<u>Range (low-high)</u>
987	50 - 30,000

III. APPROPRIATENESS OF REMEDIAL EDUCATION REQUIREMENT

26. Is remedial education an appropriate requirement for the JTPA summer youth program?

	<u>Percent of all SDAs</u>
Very appropriate	44
Somewhat appropriate	23
Do not have an opinion for or against	4
Somewhat inappropriate	11
Very inappropriate	18

27. What is the MAIN reason why you think it is an inappropriate requirement for SDAs?

	<u>Percent of SDAs that thought it was inappropriate</u>
It is the school's role, not summer youth program's role	71
SDAs should provide it, but may lack resources to do it	2
Other	27

IV. DEVELOPING PLANS TO PROVIDE REMEDIAL EDUCATION

28. How satisfied are you with ANY guidance you may have received from the U.S. Department of Labor on implementing the new federal remedial education requirements?

	<u>Percent of SDAs</u>
Very satisfied	15
Somewhat satisfied	16
Do not have an opinion	30
Somewhat dissatisfied	22
Very dissatisfied	14
Don't know	4

29. What is the MAIN reason for your dissatisfaction?

	<u>Percent of SDAs dissatisfied</u>
Guidelines are not specific enough	21
Guidelines are too restrictive	4
Guidelines are not clear	3
Guidelines came too late to be useful	7
Have not received any guidance	57
Other	8

30. Guidance or assistance from the state:

	<u>Percent of SDAs</u>
Written guidance or instructions on how to implement the new federal remedial education requirements	64
Assistance in developing a remedial education program	49
On-site technical assistance	11
Seminars or workshops	40
Sample education plans	25
Written step-by-step instructions	9

31. Do you expect to provide remedial education in [1987]?

	<u>Percent of SDAs</u>
Yes	100
No	0
Don't know	0

32. Difficulties encountered while developing plans for remedial education program:

	<u>Percent of SDAs</u>
Getting enough guidance from the federal or state government on what you should do	51
Being unsure about how much funding you'll have	60
Being unsure about WHEN you will receive your funding	42
Being unsure about what a good remedial education program should be like	48

	<u>Percent of SDAs</u>
Having staff who are experienced with remedial education programs	37
Estimating how many youths need remedial education	69
Identifying qualified education providers	18
33. What was your BIGGEST problem?	
	<u>Percent of SDAs</u>
Lack of federal/state guidance	9
Uncertain funding levels	19
Uncertain timing of funding	1
Knowing how to design a good program	17
Inexperienced staff	2
Estimating demand for remedial education	15
Identifying qualified providers	6
Did not have any big problems	6
Other	25
34. Organizations that advised on your remedial education plans:	
	<u>Percent of SDAs</u>
Local school district	72
Public postsecondary institution	46
Public vocational/technical institution	42
Private Industry Council	79
Organizations such as the National Alliance of Business or the Center for Remediation Design	39
Local adult literacy program	35
Private consultants	7
35. Who was your PRIMARY source of advice?	
	<u>Percent of SDAs</u>
Local school district	41
Public postsecondary institution	7
Public vocational/technical institution	3
Private Industry Council	13
Organizations such as the National Alliance of Business or the Center for Remediation Design	6
Local adult literacy program	2
Private consultants	3
State government or U.S. Dept. of Labor	7
Other	17

V. DESCRIPTION OF ANTICIPATED REMEDIAL EDUCATION IN 1987

36. How will the addition of remedial education services affect the rest of your summer program? As a result of this new requirement, do you expect to

Percent of SDAs

. . . reduce the total number of youths that your program will serve

Yes	49
No	49
Don't know	2

. . . reduce total number of work-sites you will have in your community

Yes	52
No	46
Don't know	2

. . . reduce the total number of hours of work given to your community or employers

Yes	76
No	23
Don't know	1

37. Techniques you will be using to assess the reading and math skills of youths who participate in your program this summer:

Percent of SDAs

Written reading or math test given by your SDA	76
Grades or test scores from school	83

38. Do you anticipate any difficulties in obtaining school records?

Percent of SDAs planning to get grades or test scores from schools

Yes	34
No	63
Don't know	3

39. Was a difficulty in obtaining records from the school a factor in your decision not to use grades or school test scores?

Percent of SDAs not
planning to get
grades or test scores
from schools

Yes	66
No	28
Don't know	6

40. Will you be establishing policies on how you will select youths for remedial education?

Percent of SDAs

Yes	95
No	4
Don't know	1

41. Requirements for receiving remedial education:

Percent of SDAs that
establishing policies
for selecting youth
for remediation

Scoring below a specific
performance level on a READING
test

86

Scoring below a specific
performance level on a MATH
test

87

Recommendations from teachers

45

Youth or parent has to specifically
request remedial education

11

Only offered to dropouts

1

Only offered to youths who are
still in school

28

Age limits for receiving remediation

22

	<u>Range (low-high)</u>
MINIMUM age:	15 - 16
MAXIMUM age:	15 - 19

42. Approximately how many youths do you expect to receive remedial education this summer?

<u>Mean</u>	<u>Range (low-high)</u>
211	10 - 3,828

Remedial education providers in 1987

43. Will ANY of your remedial education services be provided by

	<u>Percent of SDAs</u>
SDA staff	23
Local school district	75
Public postsecondary institution	40
Public vocational/technical institution	33
Community-based organization	25
Private, proprietary, or for-profit organization	10

44. Who will be your primary provider?

	<u>Percent of SDAs</u>
SDA staff	11
Local school district	54
Public postsecondary institution	10
Public vocational/technical institution	7
Community-based organization	9
Private, proprietary, or for-profit organization	1
Other	8

How remedial education will be provided

45. Which of the following educational techniques will be used to teach reading or math?

	<u>Percent of SDAs</u>
Youths taught individually	72
Taught in groups, in classrooms	96
Instruction presented through	
-class lectures and discussions only	7
-individual, self-paced only	26
-both	61
-other	1
-don't know	5
Computers used as teaching tools	73
Books or other printed materials	
used as teaching tools	97
Remedial education specifically	
tied to work experiences	60
Remedial education taught at work sites	26

46. At how many locations will remedial education be taught?

<u>Mean</u>	<u>Range (low-high)</u>
8	1 - 75

47. About how many hours per week will the average youth spend in remedial education classes?

<u>Mean</u>	<u>Range (low-high)</u>
12	2 - 30

48. How many hours per week will the average youth, who gets remedial education, spend in the work experience component of the program?

<u>Mean</u>	<u>Range (low-high)</u>
21	0 - 38

49. How many hours per week will the average youth, who DOES NOT get remedial education, spend in the work experience component of the program?

<u>Mean</u>	<u>Range (low-high)</u>
32	7- 40

Incentives for participating

Percent of SDAs

50. Some youths will earn academic credit for participating in remedial education 55

51. Some or all of them will be given wages, stipends, bonuses, or other payments for participating in remedial education 81

52. Legal restrictions will limit or prohibit such payments:

	<u>Percent of SDAs providing no wages or other payments for being in remediation</u>
Yes	15
No or don't know	85

53. The following funds will be used to pay youths for the time they spend in remedial education:

	<u>Percent of SDAs providing some wages or other payments for remediation</u>
Title II-B	96
Other JTPA	13
Other non-JTPA	13

54. The following funds will be used to pay youths for work experience:

	<u>Percent of SDAs</u>
Only title II-B	85
Other JTPA funds	6
Employers provide funds	5

Funds for providing remedial education

55. About how much of your title II-B funds will be spent on remedial education?

<u>Mean</u>	<u>Range (low-high)</u>
\$128,000	Less than \$1,000 - \$2,500,000

56. Source of funds for remedial education:

	<u>Percent of SDAs</u>
Title II-B only	96
SDA's title II-A allocation	54
Title II-A set-aside funds from state	30
Funds from local government	15
Other	33

Evaluation of remedial education

57. Are you planning to systematically evaluate the impact of remedial education on those who received it?

	<u>Percent of SDAs</u>
Yes	94
No	5
Don't know	1

58. Ways of assessing any impact:

	<u>Percent of SDAs</u>
Reading test scores	97
Math test scores	97
Whether youth has returned to school	91
Change in behavior	54
Whether the youth has found regular employment	70

VI. ADDITIONAL INFORMATION ABOUT 1986 PROGRAM (NOT DISCUSSED IN REPORT)

59. Were any of your title II-B funds used for the summer portion of a year-round program?

Percent of SDAs

Yes	13
No	86

60. Did you carry over any 1986 title II-B funds to 1987?

Percent of SDAs

Yes	87
No	11
Don't know	2

61. How much title II-B funds did you carry over?

<u>Mean</u>	<u>Range (low-high)</u>
\$120,000	\$1,000 - \$2,600,000

62. Reasons for carrying over funds:

Percent of SDAs

Planned to carry some funds forward to 1987	61
Funds exceeded planned program needs	13
Funding came too late in the summer to be used	16
The number of participants was less than planned	18
That many youths dropped out of the program	22

63. Major reason why you carried over money to your 1987 summer program:

	<u>Percent of SDAs</u>
Planned carryover of funds	44
Funding exceeded planned needs of program	4
Funding came too late in the year to be used	8
Number of participants was less than planned	11
Many youths dropped out of the program	8
Budgeting error	7
Other	19

64. Have these title II-B funds been carried over to your 1987 program, or did the state reallocate them to another SDA?

	<u>Percent of SDAs</u>
Carried over	92
Reallocated	2
Other	1
Don't know	5

COMMENTS FROM THE DEPARTMENT OF LABOR

U.S. Department of Labor

Assistant Secretary for
Employment and Training
Washington, D.C. 20210

JUN 23 1987

MEMORANDUM FOR: RICHARD L. FOGEL
Assistant Comptroller General

Attn: Carlotta Young

FROM: ROGER D. SEMERAD *[Signature]*
Assistant Secretary of Labor

SUBJECT: General Accounting Office (GAO) Draft Report--
"Job Training Partnership Act (JTPA): Summer
Youth Programs are Emphasizing Education More"

The Department has reviewed the subject GAO draft report. Overall, the report seems to be thorough and well-balanced. It gives a good "first look" at how the assessment/remedial education provisions are being implemented at the Service Delivery Area (SDA) level, and it provides a good and useful start regarding consideration of the relevant policy issues. It should be noted that the Department does not monitor individual SDAs' compliance with the provisions of the law. Instead, the Department reviews State administration of the system.

The following are specific comments:

Now on p. 18.

1. Page 4. Regarding "Little Change in How SDAs Intend to Provide Remediation," the Department does not believe that this is a problem unless participants are not really learning from the existing approaches.
2. In terms of follow-up reviews, the Department will check to see what impact the apparent excess availability of Summer jobs will have on youth deciding to accept just a wage paying job.

Will youths reject a JTPA Summer Youth job that requires them to attend remedial classes where wage paying jobs without such a requirement are available?

Now on p. 7.

3. Page 10 (Footnote). The provision for year-round operation is found in the Amendments and was not effective in the Summer of 1986.

Now on p. 8.

Now on p. 8.

Now on p. 9.

Now on p. 21.

4. Pages. 11-12. GAO should mention the Training and Employment Information Notice No. 40-85, dated March 13, 1986, which advocated remedial education in the calendar year 1986 program (see Attachment 1).
5. Page 12, Paragraph 2, change line 13 to read: "statutory changes found in the 1986 Amendments."
6. Page 14. The Department assumes that the final report will update the planning process from the end of the interview period (March 31) through the beginning of program operations. This would enable questions to be asked concerning planning guidance issued by the States in response to the Training and Employment Guidance Letter No. J-86, dated March 19, 1987 (see Attachment 2).
7. Page 29. Table 5 could be improved by adding percentages of SDAs using each configuration.

The following suggestions are offered, not necessarily as changes to be incorporated into the draft report; but as enhancements that might help clarify some policy trade-off in future considerations:

1. Activity Funding Shifts

- a. Title II-B funds are basically used for (1) "income assistance" payments directly to disadvantaged youth and (2) "program services" provided indirectly as staff, materials, etc. The report or future reports should more clearly identify the shift in resources between "income assistance" and "program services." Simply addressing the program shift between Work Experience (WE) and remediation does not identify the size or scope of the other more fundamental shift.
- b. In a related manner, when the report discusses the resource shifts to "Remediation," it is not clear as to whether these shifts are for the "total costs" of remediation or whether they are sometimes just shifts in cost for educationally related services. This understanding is important for clarifying the nature of the shifts.

<u>Example</u>	<u>Income Assistance Unit (\$)</u>	<u>Program Services Unit (\$)</u>	<u>Total</u>
7 Weeks - WE	\$600 (80%)	\$150 (20%)	\$750
6 Weeks - Remediation	\$375 (50%)	\$375 (50%)	\$750

2. Remediation Contact Hours

- a. It is generally more useful to identify "total" remediation hours for the Summer as opposed to describing the average hours per week. (Programs vary in length, and educators usually discuss learning gains in terms of total contact hours.)
- b. GAO may also want to identify the proportion of remediation time that is considered academic basic skills versus "enrichment" type activities.

3. Use of 8 percent State Education Coordination and Grants (SECG) Funds

- a. No reference is made to the use of the 8 percent SECG funds which is clearly an area of Federal interest, since the amendments change the related 8 percent provisions.
- b. Does the 8 percent "match" requirement present greater problems relative to use during the Summer?

4. Learning Gains

- a. What level of learning gains are expected (goals) by the SDA or is the expectation more to prevent summertime regression?

5. Urban-Rural Comparisons

The comparison of Urban and Rural SDAs on Table I, Page 23, is very interesting. More Urban-Rural Comparisons would be useful in making policy considerations. (Presumably, the information could be broken out in such cells.) At least an Urban-Rural version of Table 2, Page 24, would be helpful.

The following are specific comments on data contained in the report:

The Department has been unable to recreate some of the more readily available and easily verifiable information relating to funding levels and participation rates.

During the Summer of 1986, \$712.6 million was allotted to the States and territories for Title II-B. An additional \$133.9 million was carried over from the previous year, yielding a total availability of \$846.5 million.

More relevant to the assessment of services delivered, however, are the facts that \$765.1 million of Title II-B funds were expended during the Summer of 1986; 748,000 young people were served; and the average cost per participant was \$1,023.

Now on p. 16.

APPENDIX IV

APPENDIX IV

Now on pp. 3, 7,
16, 34.

Allotments for the Summer of 1987 are \$625.9 million, with an additional \$81.3 million of carry-over, for a total availability of \$707.2 million.

Thus, on Pages 4, 10, and 24, and the sample error estimates on Page 45, the information on total cost, average cost, total participants, and average funds per youth should be revisited and reconciled.

If you have any questions, please contact John O'Neill on 535-0695.

Attachments

OTHER RECENT GAO REPORTS RELATING TO YOUTH JOB TRAINING

Title	GAO Report No.	Date
Youth Job Training: Problems Measuring Attainment of Employment Competencies	HRD-87-33	2/11/87
Job Corps: Its Costs, Employment Outcomes, and Service to the Public	HRD-86-121BR	7/30/86
School Dropouts: The Extent and Nature of the Problem	HRD-86-106BR	6/23/86
Job Training Partnership Act: Data Collection Efforts and Needs	HRD-86-69BR	3/31/86
The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics	HRD-86-16	11/6/85

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